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SEMIANNUAL REPORT TO CONGRESS ON THE EFFECTIVENESS OF
THE CIVIL AVIATION SECURITY PROGRAM(U) FEDERAL AVIATION
ADMINISTRATION WASHINGTON DC OFFICE OF CIVIL

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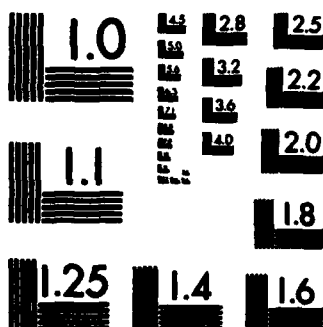
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US Department
of Transportation
Federal Aviation
Administration

Semiannual Report to Congress on the Effectiveness of The Civil Aviation Security Program

July 1 - December 31, 1983

AD-A143 023

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Washington, D.C. 20591

April 1984

Report of the Administrator
of the Federal Aviation Administration
to the United States Congress
pursuant to Section 315 (a)
of the Federal Aviation Act
of 1958

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12. Sponsoring Agency Name and Address DOT/Federal Aviation Administration Office of Civil Aviation Security 800 Independence Avenue, S.W Washington, D.C. 20591		14. Sponsoring Agency Code	
15. Supplementary Notes This report is required by Section 315(a) of the Federal Aviation Act of 1958.			
16. Abstract This report provides details on the effectiveness of security screening of passengers and all property intended to be carried in the aircraft cabin in air transportation or intrastate air transportation. It also provides a statistical summary of aircraft h.jackings and alleged violations of Federal Aviation regulations pertaining to security screening.			
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U.S. Department
of Transportation
Federal Aviation
Administration

Office of the Administrator

800 Independence Ave., S.W.
Washington, D.C. 20591

APR 13 1984

The Honorable George Bush
President of the Senate
Washington, D.C. 20510

Dear Mr. President:

I am pleased to forward the Federal Aviation Administration's Semiannual Report to Congress on the Effectiveness of the Civil Aviation Security Program. It covers the period July 1 through December 31, 1983, and is submitted in accordance with section 315(a) of the Federal Aviation Act.

Extraordinary security measures were instituted during mid-1983 in an effort to curtail the rapidly increasing frequency of aircraft piracy incidents which occurred during the May-September 1983 period. In this 5-month period, there were 14 U.S. aircraft hijacked. Eleven of these hijackings ended in Cuba. During the final 3 months of 1983, there were two U.S. aircraft hijacked. This significant reduction in hijackings is believed to be largely the result of the implementation of the extraordinary security measures. Our Government/industry response to this emergency situation demonstrates the strong determination of all concerned to bring these criminal acts to a halt.

A copy of this report has been provided to the Speaker of the House of Representatives.

Sincerely,

Donald D. Engen
Administrator

Enclosure



U.S. Department
of Transportation
Federal Aviation
Administration

Office of the Administrator

800 Independence Ave., S.W.
Washington, D.C. 20591

APR 13 1984

The Honorable Thomas P. O'Neill, Jr.
Speaker of the House of Representatives
Washington, D.C. 20515

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Sincerely,

Donald D. Engen

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Administrator

Enclosure



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I. EXECUTIVE HIGHLIGHTS

JULY-DECEMBER 1983

1. OVER 395.2 MILLION PERSONS WERE PROCESSED THROUGH U.S. PASSENGER CHECKPOINTS. THERE WERE 1,421 FIREARMS DETECTED WITH 649 RELATED ARRESTS.
2. WORLDWIDE, 16 HIJACKINGS OCCURRED (10 SUCCESSFUL) AGAINST SCHEDULED AIR CARRIERS. ELEVEN WERE AGAINST U.S. AIRLINES (8 SUCCESSFUL).
3. OF THE 5 FOREIGN AIR CARRIER HIJACKINGS, 3 OCCURRED ON DOMESTIC FLIGHTS.
4. THERE WAS 1 U.S. GENERAL AVIATION AIRCRAFT HIJACKED DURING THE PERIOD.
5. ALLEGED SECURITY VIOLATIONS BY AIR CARRIERS, AIRPORTS, AND INDIVIDUALS TOTALLED 1,751.
6. OF THE 1,751 ALLEGED SECURITY VIOLATIONS, 219 RESULTED IN CIVIL PENALTIES TOTALING \$90,906.

II. INTRODUCTION

This is the 19th Semiannual Report to Congress on the Effectiveness of the Civil Aviation Security Program. It covers the period July 1 - December 31, 1983, and is submitted in accordance with section 315(a) of the Federal Aviation Act. This report presents a concise picture of the national situation with regard to the effectiveness of the procedures utilized to screen airline passengers and their carryon items prior to their being allowed to board scheduled and public charter flights.

III. AIRCRAFT HIJACKINGS

To differentiate between air carrier and general aviation hijackings, all hijackings of certificate holder aircraft have been considered air carrier hijackings. A certificate holder is defined in Federal Aviation Regulations (FAR) 108 as a person holding a Federal Aviation Administration (FAA) operating certificate when that person engages in scheduled passenger or public charter passenger operations or both.

In somewhat of a resurgence of the large number of hijackings which were perpetrated by Cuban refugees in the last half of 1980, 11 air carrier hijackings occurred during the last 6 months of 1983. Eight of these hijackings were successful and 7 of the 8 ended in Cuba. Six of the 11 hijackings were perpetrated by Cubans believed to have arrived in the United States by boat as refugees in 1980. These 11 hijackings which occurred in this reporting period are more than any previous half-year period since 1980. The 18 air carrier hijackings in all of 1983 represent more than the combined number of air carrier hijackings for all of 1981 and 1982. To meet and contain the growing frequency of air carrier hijacking incidents, extraordinary security measures were instituted in selected areas. Additionally, considerable emphasis was placed upon extra vigilance at passenger screening checkpoints and efficiency in all security measures throughout the system.

During this same 6-month period, 5 foreign air carrier aircraft were hijacked; 2 of these hijackings were successful and in three cases the hijackings occurred aboard aircraft which were on scheduled domestic flights within the country of registry.

(See Exhibits 1 and 2)

One U.S. general aviation hijacking occurred during the reporting period. This is the fourth year in a row in which only one general aviation aircraft has been hijacked. The overall record of U.S. general aviation hijackings has been included in this report.

(See Exhibit 3)

In addition to the analysis and recording of actual hijackings, the FAA attempts to identify and record those incidents in which it appeared that individuals involved intended to hijack an aircraft but were prevented from doing so by security measures in effect. During this reporting period, there were 1,421 firearms detected at security screening checkpoints under suspicious circumstances. It is believed that in some of these instances the persons carrying the firearms may have intended to hijack an aircraft. While the number of incidents in which an aircraft hijacking or related criminal act against civil aviation was prevented cannot be determined with certainty, in five specific incidents during the last half of 1983, the circumstances tend to support that likelihood. This raises the estimated total number of hijackings or related crimes against civil aviation believed prevented since 1973 to 111.

(See Exhibits 4 and 7)

IV. BASIC POLICIES - SCOPE AND EFFECTIVENESS

The overall success of the U.S. Civil Aviation Security Program can be largely attributed to the cooperative attitude and mutually supportive efforts of the airlines, airports, local communities, the Federal Government, and the passengers. Basic policies guiding the program recognize airline responsibilities for the safety of passengers, baggage, cargo, and aircraft. Airport operators are responsible for maintaining a secure ground environment and for providing necessary law enforcement support for airline and airport security measures. Finally, with the inclusion of security costs in airline ticket prices, the passengers, who are the principal beneficiaries of the security program, pay the costs via the domestic airline fares. Since the initiation of strengthened security measures in 1973, over 5 billion persons have been screened and over 6.5 billion carryon items have been inspected. This screening and inspection activity has resulted in the detection of almost 29,000 firearms which resulted in almost 12,000 arrests.

(See Exhibits 5 and 6)

V. PASSENGER SCREENING

The airline screening program, which encompasses the inspection of passengers and their carryon items, was fully implemented in January 1973. During the approximate 11 years these screening systems have been in operation, there has been an overall dramatic decrease in the annual average number of hijackings of U.S. air carrier aircraft. Since the initiation of these procedures, there have been 91 air carrier aircraft hijackings. This amounts to an average of about 8 per year and is about 30 percent of the average of 27 per year experienced in the 5 years immediately preceding the beginning of the program. Of the 11 hijackings between July 1 - December 31, 1983, 7 ended in Cuba, making a total of 11 successful hijackings to Cuba for the entire year of 1983. This total is near to the 13 that occurred in 1980, the year in which a great surge in the number of successful hijackings to Cuba occurred.

The objective of passenger screening activities centers particularly on the detection of firearms and explosives or incendiary devices. These items are considered to present the greatest threat to civil aviation security. The FAA's analysis of screening checkpoint activity includes the recording and study of the number of firearms and explosive or incendiary devices detected and false threats received, as well as related information received concerning arrests of individuals involved. Screening activities are further analyzed within airport categories according to the number of persons screened per year as follows: Category I - 2 million or more, Category II - 500 thousand to 2 million, and Category III and IV - under 500 thousand. Passenger screening is conducted at Category IV airports only when deplanement into a sterile area at another airport is desired. Results of U.S. screening activities for the last six months of 1983 are detailed below.

During the last half of 1983, over 395 million persons were processed through screening checkpoints at 361 airports. A total of 1,421 firearms were detected; 1,361 (96 percent) through X-ray inspection, 48 (3 percent) by use of weapon detection devices, and 12 (1 percent) by physical search. The total firearms detected is 20 percent higher than the average of 1,186 firearms detected during the preceding eight reporting periods and 4 percent higher than the 1,363 firearms detected during the first half of 1983. There were no explosive/incendiary devices detected during this reporting period.

There were 649 persons arrested at screening points for the carriage of firearms. This represents an increase of 54 (9 percent) over the average of 595 arrests for the preceding eight reporting periods and an increase of 16 (3 percent) from the 633 which occurred during the first 6 months of 1983. The 649 arrests were made at screening points at 85 airports throughout the United States. Of the 649 arrests, 541 (83 percent) occurred at 43 Category I airports (e.g., Los Angeles, California, and Chicago, Illinois); 84 (13 percent) occurred at 28 Category II airports (e.g., Raleigh-Durham, North Carolina, and Colorado Springs, Colorado); and the remaining 24 (4 percent) occurred at 14 Categories III and IV airports (e.g., Baton Rouge, Louisiana, and Roanoke, Virginia).

Historically, well over 50 percent of the persons arrested for attempting to carry firearms through passenger screening systems have been fined, placed in confinement or been subjected to other disciplinary action. In addition to criminal prosecutive actions by Federal and local jurisdictions, the FAA may take civil action against individuals who without proper authorization attempt to carry a firearm or explosive/incendiary device through screening checkpoints. During this reporting period, of the 1,751 investigations completed, 1,491 investigations were of individuals. These resulted in the collection of \$62,895 in civil penalties. For the entire 1983 period, 2,951 investigations of individuals were completed and \$84,190 in civil penalties was collected. This number of individual investigations completed and the amount of civil penalties collected are greater than in any previous year.

The equipment primarily used to conduct screening operations consists of walk-through weapon detectors for the screening of passengers and, at high volume screening checkpoints, X-ray inspection systems for carryon articles. At most stations, hand-held metal detecting devices are used as backup support for the walk-through weapon detection devices. The FAA, in conjunction with the airline industry, has ongoing research and development projects geared toward producing new screening equipment which will improve detection capabilities and minimize passenger inconvenience.

(See Exhibits 7 and 8)

VI. COMPLIANCE AND ENFORCEMENT

The FAA is responsible for ensuring compliance by airlines, airports, and individuals with the various security requirements levied through pertinent Federal Aviation Regulations. The basic purpose of these requirements is to assure safety and security for airline passengers and crewmembers. Alleged or apparent violations of regulatory requirements are investigated and appropriate administrative or legal actions taken.

A high degree of cooperation between industry personnel and the persons responsible for enforcement of the regulations is necessary to assure success in achieving compliance by all concerned. Airlines and airport operators generally take prompt corrective action on their own when a potential problem is recognized, thus reducing the need for more extensive enforcement action.

Where an investigation of an alleged violation of the regulations indicates lack of compliance, administrative or legal action may be necessary. These actions take the form of warnings, letters of correction, or assessment of civil penalties. During the second half of 1983, 1,751 investigations of alleged security violations by air carriers, foreign air carriers, airports, and individuals were completed. In 219 of the cases, civil penalties totaling \$90,906 were collected, and in 1,404 cases, administrative corrective action was taken. In the remaining cases, the alleged violations were not substantiated. The total number of investigations completed during this 6-month reporting period represents about a five percent increase over the first half of 1983.

(See Exhibit 8)

VII. OUTLOOK

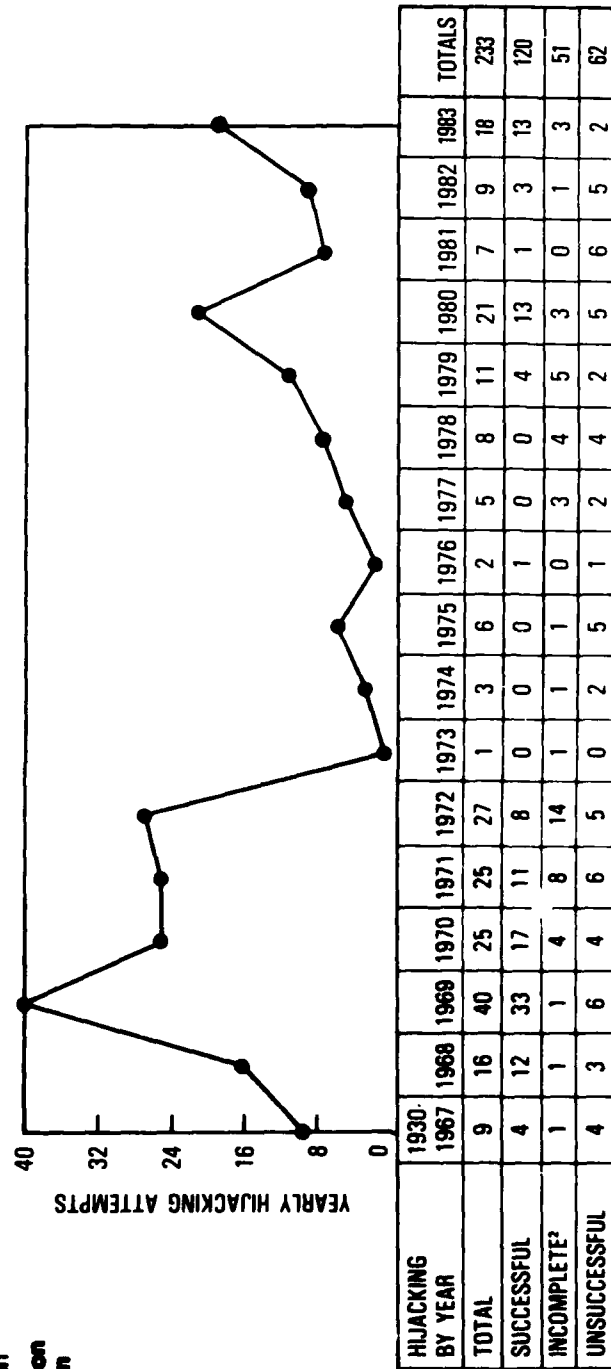
The strengthened security measures instituted by airlines and airports in 1973 have remained in continuous operation for the entire 11 years. During this period, a myriad of very effective solutions were developed and implemented to meet the extensive and varying threat of aircraft piracy and other criminal acts directed against United States civil aviation. Additionally, numerous efforts have been undertaken to resolve many of the socioeconomic and political problems which may, in part, be responsible contributing factors to the relatively high incidence of criminal acts perpetrated against civil aviation. With the emphasis placed in these areas, together with the continuing improvement in screening and surveillance equipment and the growing experience level of security personnel, it is expected that current and readily available extraordinary security measures will be sufficient to cope with foreseeable problems, threats, or attempts of violent criminal action against U.S. air commerce.

The Federal Aviation Administration believes that an effective security system is in place. With the continued cooperation of representatives of the airlines and airports as well as the flying public, FAA will continue its efforts to keep America's air transportation system safe from criminal acts.



U.S. Department
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Federal Aviation
Administration

Hijacking Attempts on U.S. Scheduled Air Carrier Aircraft ^{1/}



^{1/}Effective September 1981—Includes all certificate holders as defined in Code of Federal Regulations Title 14 Part 108.

^{2/}Hijacking in which hijacker is apprehended/killed during hijacking or a result of "hot pursuit".

U.S. Air Carrier Hijacking Attempts Since July 1, 1983

Date 1983	Airline-Ftu Aircraft	Number Aboard	Hijacker's Boarding Point	Hijacker's Destination/ Objective	Date 1983	Airline-Ftu Aircraft	Number Aboard	Hijacker's Boarding Point	Hijacker's Destination/ Objective
7/2	PA-378B-727	61	Miami, FL	Cuba	8/4	CL-236DC-8	254	San Juan, PR	Cuba
7/7	QH-8/B-737	47	Ft. Lauderdale, FL	Cuba	8/18	DL-784/B-727	79	Miami, FL	Cuba
7/17	DL-722/B-727	107	Miami, FL	Cuba	9/22	AA-625/B-727	112	New York, NY (JFK)	Cuba
7/19	EA-11L-1011	232	New York, NY (JFK)	Cuba	10/15	PE-104/B-737	107	Buffalo, NY	Atlantic City, NJ
7/21	NW-714/B-727	97	Tampa, FL	Cuba	11/21	RC-275DC-9	41	Detroit, MI	Talk to Muslims
8/2	PA-925/B-727	130	Miami, FL	Cuba					

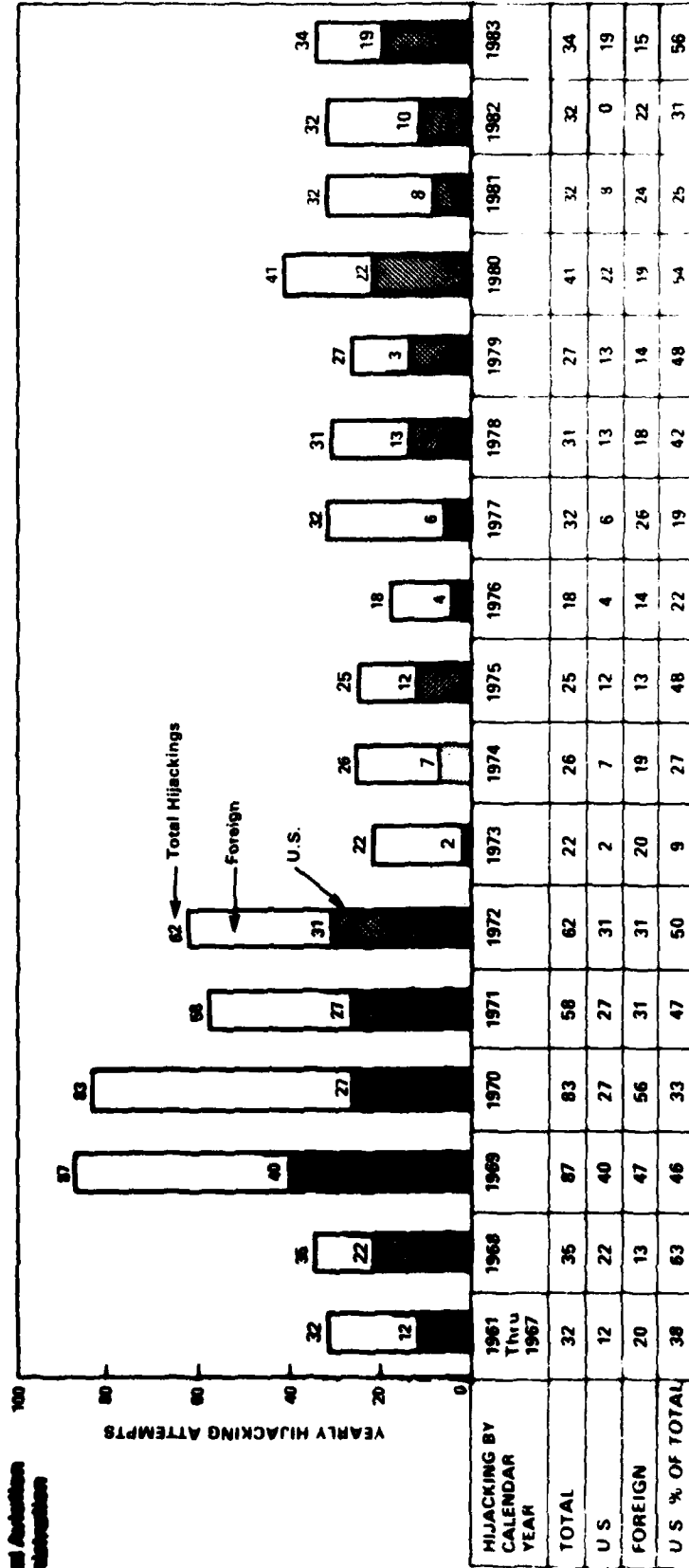
EXHIBIT 1

As of: 1/1/84



U.S. Department
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Hijacking Attempts on U.S. And Foreign Aircraft*



* Includes General Aviation Aircraft

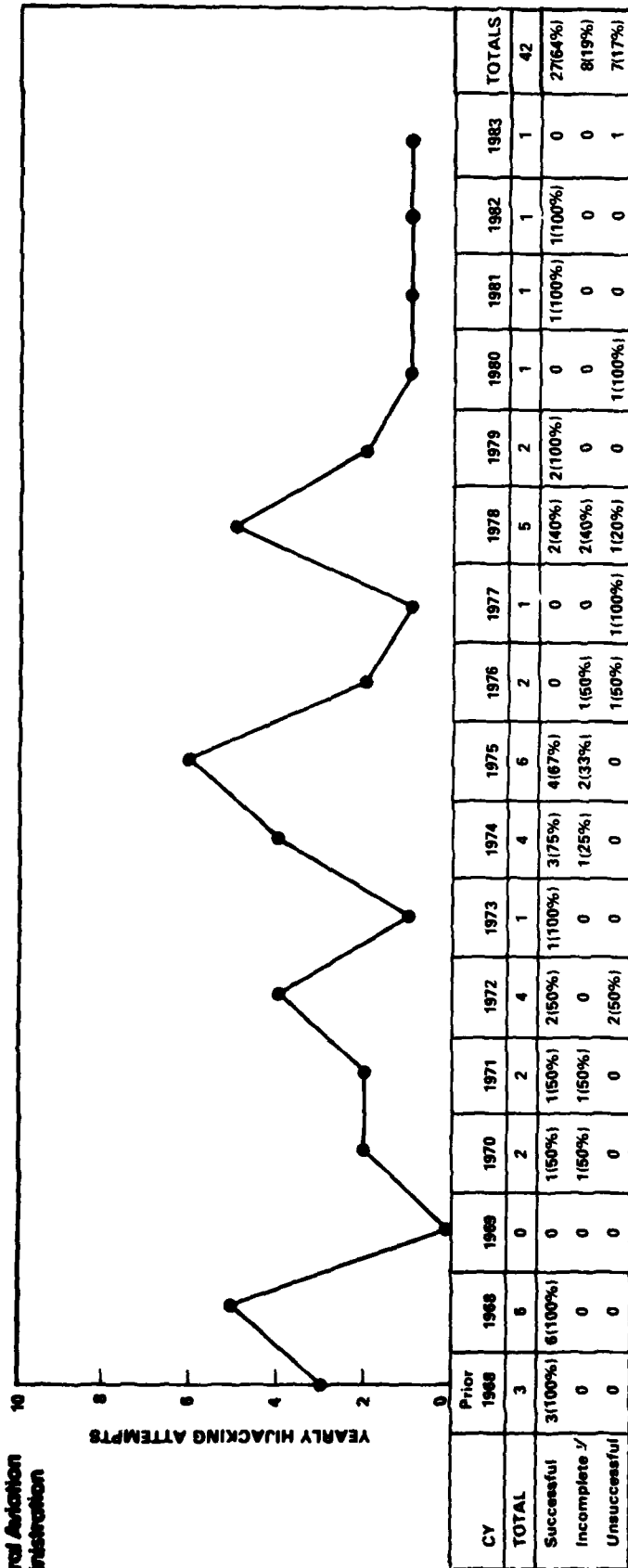
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EXHIBIT 2



U.S. Department
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Hijacking Attempts on U.S. General Aviation Aircraft



¹ Hijacking in which hijacker is apprehended/killed during hijacking or as a result of "hot pursuit."

General Aviation Aircraft Hijacking Attempts Since Jan. 1, 1983

Date 1983	Aircraft	Number Aboard	Hijacker's Boarding Point	Hijacker's Destination/ Objective
9/22	Piper Navajo	9	Rock Springs, WY	To Control Aircraft

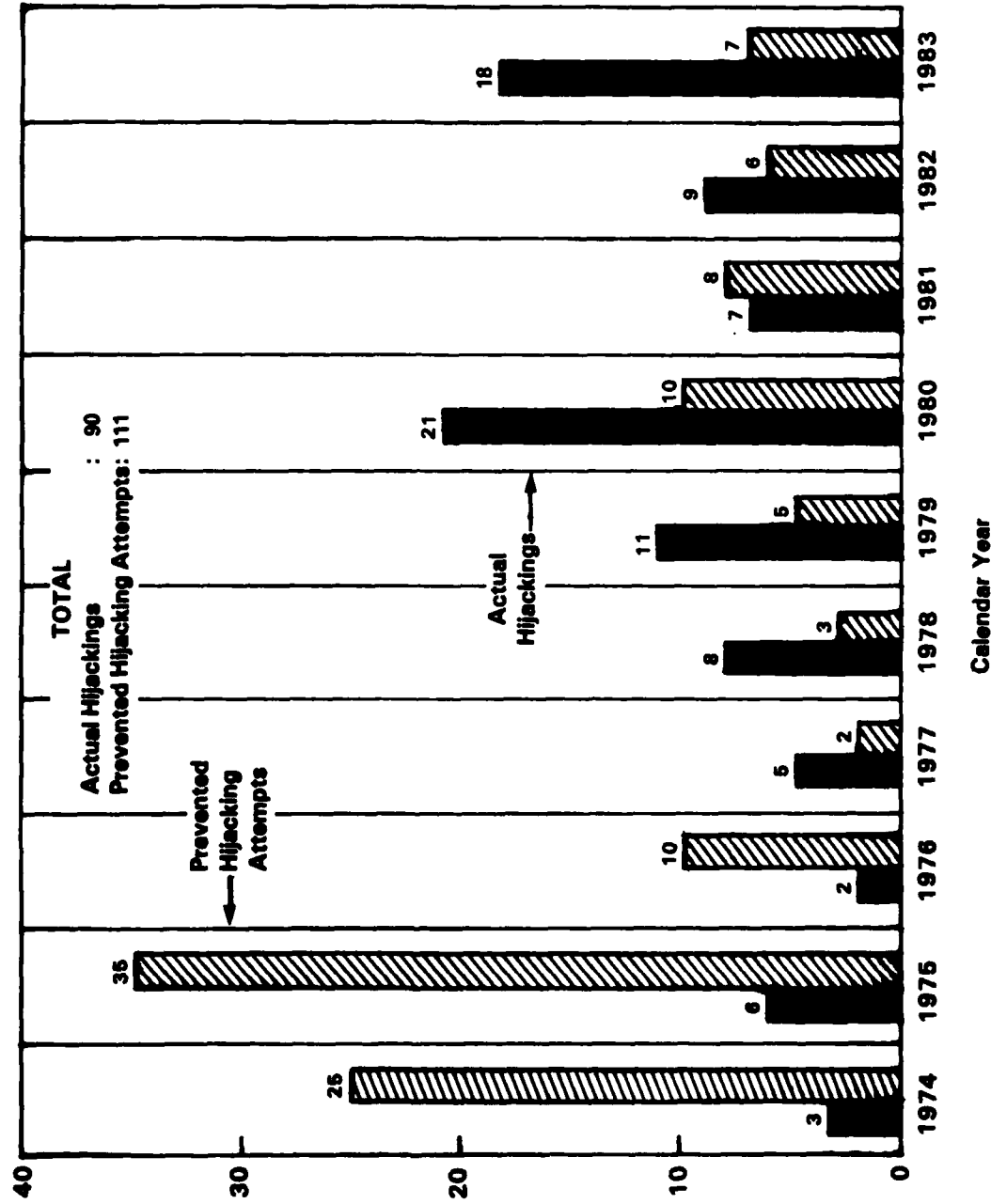
EXHIBIT 3

As of: 1/1/84



U.S. Department
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Actual Hijackings & Prevented Hijacking Attempts — 1974 to Present (U.S. Air Carrier Aircraft)



PREVENTED ATTEMPTS: Incidents in which it appeared the individuals involved intended to hijack an aircraft but were prevented from doing so by security procedures.

EXHIBIT 4

As of: 1/1/84



U.S. Department
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Civil Aviation Security Basic Policies

<u>PROGRAM ELEMENT</u>	<u>RESPONSIBILITY</u>	<u>ACTIONS</u>
AIR CARRIERS	SECURE TRAVEL	<ul style="list-style-type: none">• MAINTAIN RESPONSIVE SECURITY PROGRAMS• SCREEN PASSENGERS, CARRY-ON ITEMS• SECURE BAGGAGE, CARGO PROCEDURES• PROTECT AIRCRAFT
AIRPORTS	SECURE OPERATING ENVIRONMENT	<ul style="list-style-type: none">• MAINTAIN RESPONSIVE SECURITY PROGRAMS• PROTECT AIR OPERATIONS AREA• PROVIDE LAW ENFORCEMENT SUPPORT
FAA	LEADERSHIP	<ul style="list-style-type: none">• IDENTIFY AND ANALYZE THREAT• PRESCRIBE SECURITY REQUIREMENTS• COORDINATE SECURITY OPERATIONS• PROVIDE TECHNICAL ASSISTANCE• ENFORCE REGULATIONS
USERS	PROGRAM COSTS	<ul style="list-style-type: none">• SECURITY FUNDED AS OPERATING COST OF SYSTEM



U.S. Department
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Civil Aviation Security Scope and Effectiveness 1973-1983

- Over 5 Billion Persons Screened
- Over 6.5 Billion Pieces of Carry-on Items Inspected
- Almost 29,000 Firearms Detected
- Almost 12,000 Related Arrests
- 111 Hijackings or Related Crimes May Have Been Prevented
by Airline and Airport Security Measures

EXHIBIT 6

As of: 1/1/84



U.S. Department
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Civil Aviation Security Airline Passenger Screening Results January 1979-December 1983

	1979 Jan-June	1979 July-Dec	1980 Jan-June	1980 July-Dec	1981 Jan-June	1981 July-Dec	1982 Jan-June	1982 July-Dec	1983 Jan-June	1983 July-Dec
<u>Persons Screened (Millions)</u>	285.7	306.8	289.9	295.1	294.4	304.1	319.5	310.7	313.9	395.2
<u>Weapons Detected</u>										
Firearms	990	1171	1002	1020	971	1284	1286	1390	1363	1421
(1) Handguns	902	1060	940	938	915	1209	1243	1316	1303	1331
(2) Long Guns	29	26	17	19	7	37	16	41	22	45
(3) Other	59	85	45	63	49	38	27	33	38	45
Explosive/Incendiary Devices	3	0	1	7	8	3	0	1	4	0
<u>Persons Arrested</u>										
For Carriage of Firearms/ Explosives	469	591	520	511	534	653	651	663	633	649
For Giving False Information	21	26	11	21	34	15	21	6	7	27

Source: Reports of Passenger Screening Activities at U.S. Airports

EXHIBIT 7

As of: 1/1/84



U.S. Department
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Federal Aviation
Administration

Civil Aviation Security Compliance and Enforcement Actions

	1973 through 1976	1977	1978	1979	1980	1981	1982	1983
U.S. AIR CARRIERS								
Warnings	599	276	266	283	154	465	164	231
Letters of Correction	514	109	145	102	100	52	98	51
Non Enforcement Actions	273	61	65	49	55	38	44	52
Civil Penalties (Amount)	241 (\$210,700)	43 (\$66,700)	30 (\$23,300)	26 (\$18,075)	48 (\$42,875)	35 (\$72,547)	28 (\$10,508)	37 (\$26,861)
Investigations Closed	1,627	489	506	460	357	590	334	371
Investigations Pending		61	48	80	112	115	91	163
FOREIGN AIR CARRIERS								
Warnings	0	0	0	14	4	3	2	3
Letters of Correction	12	11	11	6	4	0	2	1
Non Enforcement Actions	5	2	3	3	15	1	2	2
Civil Penalties (Amount)	0	0	0	0	0	2 (\$25,000)	0	0
Investigations Closed	17	13	14	23	23	6	6	6
Investigations Pending		2	12	15	5	2	4	4
AIRPORTS								
Warnings Issued	266	137	168	80	83	63	59	57
Letters of Correction	259	53	65	53	91	14	21	9
Non Enforcement Actions	50	23	20	12	23	19	9	18
Civil Penalties (Amount)	50 (\$32,600)	12 (\$3,500)	11 (\$7,500)	19 (\$15,150)	13 (\$15,600)	23 (\$21,675)	8 (\$ 6,300)	8 (\$7,250)
Investigations Closed	625	225	264	164	210	119	97	92
Investigations Pending		23	29	69	48	25	18	14
INDIVIDUALS								
Administrative Corrections	28	81	68	617	1,469	2,168	2,267	2,474
Non Enforcement Actions	43	24	18	87	162	209	161	207
Civil Penalties (Amount)	2 (\$375)	4 (\$2,050)	9 (\$1,925)	70 (\$11,300)	155 (\$27,210)	231 (\$49,410)	114 (\$28,095)	270 (\$94,190)
Investigations Closed	73	109	95	774	1,786	2,608	2,542	2,951
Investigations Pending		14	45	392	475	398	483	550

As of: 1/1/84

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